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ABSTRACT

This document is the second volume of the Adult Literacy Leadership Project, an effort to identify the educational and training needs of Florida's literacy personnel--instructors, administrators, and advisors. This volume contains three background research papers on topics related to the theme of the study used in preparing its analysis and recommendations. Section A contains a paper on "Challenge and Hope for Adult Literacy in Florida: Perspectives for the Year 2000," which examines the current literacy situation in the state. Section B conveys current practices in needs assessment and training strategies in states whose demographic profiles and socioeconomic characteristics closely approximate those of Florida. Virginia, Texas, Arkansas, California, and North Carolina are featured in this section. Section B also discusses implications for adult leadership development in Florida. Section C reviews current literature that relates to leadership development in adult education settings and provides future training strategies. (NLA)

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ADULT LITERACY LEADERSHIP PROJECT

VOLUME II

BACKGROUND RESEARCH PAPERS

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INTRODUCTION

This is the second volume of the first year report on the Adult Literacy Leadership Project, a DOE-funded effort to identify the educational and training needs of Florida's literacy personnel - instructors, administrators, and advisors. This volume contains three background research papers on topics related to the theme of the study that were used by the research team in preparing its analysis and recommendations.

Section A (pages 1-11) contains a paper on "Challenge and Hope for Adult Literacy in Florida: Perspectives for the year 2000" which examines the current overall literacy situation in the state.

Section B (pages 12-28) conveys current practices in needs assessment and training strategies in several states whose demographic profiles and socio-economic characteristics closely approximate those of Florida. The states that were featured in this section are Virginia, Texas, Arkansas, California, and North Carolina. Section 2 ends with implications for Adult Literacy Leadership development in Florida.

Section C (pages 29-37) reviews current literature that relates to leadership development in adult education settings and provides strategies that are appropriate for future practice in training adult literacy personnel.

SECTION A

CHALLENGE AND HOPE FOR ADULT LITERACY IN FLORIDA: PERSPECTIVE FOR THE YEAR 2000

This paper provides the reader with information about conditions and trends that have major implications for literacy in Florida and for the quality of life of many Floridians through the turn of the century. It essentially represents an update of the 1989 monograph on "Literacy Education and the Future of Florida: Looking Toward the Year 2000" prepared by John Lawrence, Ike James and George Aker for the 1987 annual conference of the Florida Literacy Coalition. The information presented is intended to be read in conjunction with other recent DOE documents on education, including "The Florida Adult Literacy Plan," the 1989 Status Report on the Plan titled "Achieving Adult Literacy in Florida" and the "Adult Education Preliminary Annual Performance Report (Florida DOE, 1988, 1989a, 1989b). The purpose is to stimulate discussion among literacy providers and policymakers and to maintain a high profile for a serious problem.

Florida has traditionally been in the forefront of states in its efforts to promote adult literacy. It has done significantly more than the fifteen states which currently have higher illiteracy rates (U.S. Department of Education, 1989). Efforts to address the problem have been particularly pronounced in the last few years. Florida legislators showed their concern by enacting the Florida Model Literacy Program Act of 1987. This Act essentially provides for the coordination of existing adult education agencies, statutes and legislated initiatives through The Florida Adult Literacy Plan (FALP). The new Plan was developed under the aegis of the Commissioner of Education, and was designed to attack the problem of adult illiteracy in an organized, systematic, and coordinated manner at both state and local levels. As subsequently adopted, the Plan proposed to reduce basic illiteracy in the State to 2% of the adult population and functional illiteracy to 10% by 1994. A strategy was outlined to maximize existing resources through coordinating the efforts of public school districts and over 2000 other agencies -- public, private and voluntary -- that contribute to literacy promotion in Florida (Florida Department of Education, 1988).

The Problem of Illiteracy among Adults: Double Jeopardy in Florida

There are ample reasons to be concerned about adult illiteracy rates in Florida. Recent studies of the problem highlight the following ill effects of this

phenomenon for the social and economic welfare of our State (e.g. Florida DOE, 1988, 1989a; Lawrence, James & Aker, 1987; Guglielmino, 1989):

(1) Adult illiteracy severely **restricts the ability of those affected to be self-sufficient and to play a productive role** in Florida's economy. At the individual level, illiteracy has been shown to depress employment opportunities, income, future education prospects for the children of those affected, and the illiterate person's own ability to participate in the political system. Illiteracy dramatically reduces the range of choices for individuals and impairs their quality of life in multiple ways.

(2) At a more general level, **illiteracy has clear impacts on the state's economy**. Illiterate adults are more frequently unemployed, require more job retraining, and are more likely to be recipients of State support, to be involved in crime and to be incarcerated in State penal institutions than is the case for the literate adult population. They are less likely to break out of the cycle of dependency on State assistance, and to make a positive contribution to the economy.

(3) In addition, literacy levels are perceived nationwide as a measure of the success of Florida programs in servicing its citizenry. **High illiteracy rates tarnish the image of the State and** the morale of its citizens. They also **make Florida a distinctly less attractive site for new industry**.

The Definition of Illiteracy -- A Problem in Itself

The Florida Statutes (228.0713) define *basic literacy* as "achievement at a fourth grade educational level as measured by tests approved for this purpose by the State Board of Education," and *functional literacy* in the same terms with achievement at the eighth grade level. Such a definition does give statisticians an easier means of providing the public with numbers indicating levels of literacy throughout the State; and it gives educators a simple formula for producing assessment tools to identify illiteracy and measure student progress. However, as the Florida Adult Literacy Plan (FALP) notes, illiteracy is in fact a multidimensional problem that is not so simply assessed (Florida DOE, 1988). In addition to being associated with grade levels and issues of attendance and achievement at school, illiteracy can be viewed as a **socio-cultural problem**, as a

political problem, or as **a functional problem** principally defined by the context of use:

- It can be seen as a **a socio-cultural problem**, because illiteracy creates its own culture and mores.
- It can be seen as **a political problem**, because literacy programs involve significant costs for government agencies, and because illiteracy tends to undermine the self-regulatory capacity of democracy. Illiterate adults by and large do not participate in the political process and so constitute a major disadvantaged sector of the population with no orderly means of presenting and remedying its grievances;
- Literacy can also be seen as **a functional issue**, because what constitutes capacity to function is highly dependent on the demands of the workplace or community environment to which literacy is applied. In fact, literate adults may become "illiterate" simply through change in the demands of their workplace or community environment.

As researchers are coming to realize, defining literacy is a very difficult process. Robinson maintains that "literacy is impossible to define, for whatever purpose, without reference to its nature and use in some *one context* - in some delineated and clearly defined social [framework]." (Robinson, J., 1986, p. 329). The FALP Academy Team, the primary group responsible for designing the strategy of attack on the problem of adult illiteracy in Florida, recognized the complexity of this issue when it included in the Plan the resolution to study and implement "departure from the grade level approach to defining literacy and measuring literacy progress," (Florida DOE, 1988, p. xi). The question now under consideration is whether it is feasible to develop and norm a "State of Florida Basic Skills Test" for use in assessing literacy levels.

Current Levels of Illiteracy in Florida

What exactly is the current level of adult illiteracy in Florida? As the Plan itself acknowledges, there are serious limitations in our present ability to assess aggregate levels of illiteracy in Florida. Better statistical assessment is in fact one of the key objectives of the Plan. Current estimates of adult illiteracy in Florida still essentially rely on manipulating 1980 Census data on levels of previous education

among Florida residents aged 25 years and older, or aged 14 years and older. Since this information is mostly *self-reported* and depends in turn on the ability of illiterate or undereducated adults to accurately complete the census form, there is necessarily some doubt about its accuracy. Based on the grade completion criteria mentioned above, the 1980 Census indicated that 3.5% of Florida adults reported lacking basic literacy skills, whereas 18% lacked functional literacy skills (Florida DOE, 1989a). Other estimates place the functional illiteracy rate nearer 16% (e.g., Guglielmino, 1989).

Using these proportions and more recent population figures, the DOE estimated in 1988 that just over 1.3 million adults in Florida were not functionally literate and that around 260,000 lacked basic literacy skills (Florida DOE, 1988). These estimates are considered very conservative, especially with respect to functional illiteracy, since they do not take account of factors like the following:

- the confusion of years attending school with grades achieved by some people completing the census form;
- the illiteracy resulting from changed circumstances;
- the effect of time on the retention of skills acquired in school; and
- the lack of essential survival skills not covered by the curriculum available at the time of school attendance.

In 1988 it was estimated that nearly 3 million adults in Florida were "undereducated" -- in other words, that this number had not completed the equivalent of a high school education. The level of functional illiteracy in Florida therefore probably lies somewhere between 1.3 million and 3 million. Two million is a popular rough estimate.

Factors Affecting Future Changes in Florida's Literacy Situation

How is the literacy situation in Florida likely to evolve over the upcoming decade? What will be the "state of our State" from this point of view in the year 2000? The answer to such questions depends both on changes in the State's social and economic environment, and on the efforts that government and citizens make to address the problem. In this section, we will deal with some of the demographic and

socioeconomic factors that influence the evolving literacy situation in our State. The next section will consider the impact of public and private programs on literacy levels.

Florida is the fastest growing state in the country and already the fourth most populous one. Currently Florida's population is increasing by approximately 1000 people per day. For the past decade, 87% of this increase has been due to net outside migration (Herrington, Cobbe & Leslie, 1990). How does this influx of people affect illiteracy rates and numbers of adults suffering from basic and functional illiteracy?

On the average, 77% of people coming to Florida are adults. The rate of functional illiteracy among all American adults is currently 16%. Using these figures, one could estimate that in-migration adds around 50,000 new adults to the "functional illiteracy pool" in Florida each year (U.S. Department of Education, 1989). Given the fact that the rate of functional illiteracy in English is appreciably higher among offshore immigrants than among those moving in from other states, however, it is safer to adopt 60,000 as the estimate of yearly additions to the functionally illiterate population from in-migration.

The other principal source of "new adult illiterates" is much closer to home and involves non-completion of high school within the borders of our state. Currently, nearly 11% of students leave school in Florida before completing 9th grade, 30% before high school graduation. The 9th grade-level dropouts alone amounted to 16,000 students in 1987, a figure that has apparently continued to rise since then (Florida DOE, 1987). A reasonably conservative estimate of the overall number of functional illiterates currently added to the Florida adult population each year by problems at the high school level is therefore 20,000.

Adding together these two sources of influx, it is evident that **at least 80,000 adults in all join the ranks of the functionally illiterate in this State every year**, and that our programs would have to reach that many to make statistical inroads on the problem. Moreover, the tendencies outlined here are expected to stay at approximately the same level for the next ten years.

Let's look at some of the components of this growing problem a little more closely. We will examine in turn four factors that may "feed the fire": (1) In-migration; (2) High School Deficiencies; (3) the State's Economic Climate; and (4) the Difficulty of Reaching the Unreached.

In-Migration

Demographers use the term "in-migration" to cover two types of population movement into Florida each year: (1) "offshore" immigration from foreign countries; and (2) relocation into Florida by residents of other states. In both cases, a proportion of the new arrivals lack basic or functional literacy skills. We have estimates for the overall rate of functional literacy in the American population given above. (In fact, conditions discussed further on in this section suggest that basic and functional illiteracy may be more prevalent among the group that migrates to Florida each year than it is among the overall American population.)

We have no equivalent estimates for offshore immigrants, in both legal and illegal categories, but it is evident that a large number of them do not master either written or oral English upon arrival. In 1989, over 100,000 Florida residents enrolled in ESL or TESOL courses in adult education (Florida DOE, 1989b). This phenomenon is also expected to remain at substantially the same level for the next ten years. Many of the immigrants are from the Caribbean, Central and South America. With the exception of those from the English-speaking Caribbean, most are not functionally literate in English when they arrive; many are illiterate in their own language as well. In any case, in-migration both adds to and complicates the picture of adult illiteracy in Florida and needs to be taken into careful account.

Deficiencies at the High School Level

The secondary school dropout rate in Florida is high and on the rise: 11% of students leave before the 9th grade, 30% before high school graduation. And the problem does not necessarily stop there. The 1980s has seen a series of reports highlighting the functional illiteracy of high-school graduates (see Guglielmino, 1989; Klees & Papagiannis, 1989). The extent of the phenomenon is dependent on the social context or workplace where the assessment was conducted, but the concern is that this problem is increasingly serious and pronounced.

The poor performance of high school graduates may be due in part to the increasing complexity of some jobs and the need for better communicative skills. At the same time, the strengthening of standards for graduation has not only contributed something to the dropout rate, it has also prompted students and school staff to focus more on the bare and formal necessities required to graduate than on durable acquisition of functional skills.

Florida's Economic Climate

Though Florida has traditionally had a prominent agricultural sector and has given increased importance to manufacturing in recent years, the State's economy is essentially service-based. 77% of Florida employment is currently in the service industries, and that proportion is expected to rise to 80% by the year 2000 (Klees & Papagiannis, 1989). Moreover, while unemployment in the State has generally been low relative to national levels, 95% of the jobs in the service sector in Florida are low-paying and predominantly low-skill positions. These factors and the illiteracy situation described above have a number of consequences for the State:

- The overall job outlook for middle and high school students is not very favorable, a predicament which helps fuel the dropout crisis.

- Career-minded people are more likely to seek work out-of-state, while out-of-state unemployed are likely to be attracted by Florida's relatively low unemployment rate. **It is estimated that for each functionally illiterate adult leaving Florida, three others arrive** (Guglielmino, 1989).

- The increasing acuity of illiteracy and undereducation problems makes Florida a less attractive location for new industry and business.

There is obviously some potential in this picture for the creation of a vicious circle: poor job opportunities contribute to increasing education problems, which in turn discourage new business investment and the relocation to Florida of high value-added industry, further aggravating the employment situation. Breaking the cycle may require major additional effort.

Reaching the Unreached

The situation is further complicated by the fact that illiterate adults are scarcely a random sample of Florida's population -- rather they are concentrated among groups that suffer from other forms of disadvantages and are, in many cases, particularly hard to reach.

There is, for example, a strong relationship between poverty, unemployment, prison, and illiteracy (Florida DOE, 1989b; Guglielmino, 1989). It is estimated that 75% of unemployed persons in the State are insufficiently educated for retraining.

One quarter of incarcerated people have less than a 9th grade education, as do a similar proportion of A.F.D.C. recipients. The majority of persons in all categories just mentioned have not completed the equivalent of a high school education (Florida DOE, 1989b). Approximately 14% of Florida's population live at or below the official poverty level, including 25% of Florida's children (30% of children ages 5 years or less). A further 16% of the population live near the poverty level and are at-risk (Bureau of Economic and Business Research, 1989). Florida's apparent wealth in respect to average individual income -- we rank 16th among all states by this criterion -- is deceptively high due to the presence of a sizeable minority of wealthy retirees (Herrington, Cobbe & Leslie, 1989).

Florida's poverty and illiteracy are unequally distributed among racial groups as well. For example, nearly 50% of Afro-American children are in families living at or below the poverty line (Herrington, Cobbe & Leslie, 1989). These symptoms of disadvantage are also uneven in their geographic spread. They are much more concentrated in the less populated, rural counties of Northern Florida and in inner urban areas of the State's large metropolitan centers, a factor that tends to create racial/cultural enclaves (Florida DOE, 1989a; Klees & Papagiannis, 1989) and can give rise to the development of particular poverty/illiteracy cultures which prove highly resistant to traditional means of designing and delivering literacy programs.

Another underserved group with multiple disadvantages is comprised of the elderly illiterate. Just over half (55%) of the adults lacking functional literacy skills in Florida are 60 years of age or older, and yet this group only constitutes 9% of the enrollments in Adult Education courses (Florida DOE, 1989b). Investigations have indicated that elder citizens suffer the worst adaptation problems, are more vulnerable and have a very restricted quality of life if illiterate. Studies have also suggested that programs to address their unique problems need to be markedly different from the format associated with school or "grade" based adult education (Freer, 1990). The problem is in any case not likely to disappear soon: The next largest number of functionally illiterate adults in Florida is in the 45-60 year old bracket and also currently represents only 9% of enrollments in adult education courses.

All the factors discussed in this section -- in-migration of illiterate adults, many of whom are not yet culturally assimilated; substantial dropout rates at the high school level; prevalence of low-paying low-skill jobs on the labor market; and the correlation of illiteracy with other forms of social disadvantage and isolation -- can contribute to the creation and consolidation of particular enclaves and

subcultures of illiteracy. The people affected are particularly hard to reach with traditional literacy programming and typically need strong support *both* at the literacy and the post-literacy levels if they are to retain what they have learned and to get and keep the types of jobs that require them to apply it.

Programs to Meet the Need

The illiteracy problem in our State is therefore a daunting one. Happily, Florida is unique in its combination of State government effort to address the problem and the spectrum of private initiative that is beginning to take hold on the issue, much of it with the encouragement of the broad-based Florida Literacy Coalition. Our State was the number one provider of adult education in the nation in the 1980s and number two in its provision of services to adults needing K-8 level instruction (Florida DOE, 1989a, 1989b). It has also been prominent in producing innovative models for literacy programs. Notwithstanding these exemplary efforts, current levels of investment and commitment may not be enough to overcome the trends sketched above.

The DOE's preliminary Annual Performance Report for fiscal year 1989 reports that 137,000 adults enrolled in State-funded literacy programs. Of these initial participants, nearly 31,000 adults completed level 1A (grades 0 to 4.9) and 15,000 completed level 1B (grades 5 to 8.9). During the same period, approximately 35,000 separated from the courses early. A quarter of this group left because they felt that their goals had been achieved. The majority, however, gave no reason for their departure.

The success rate of 46,000 adults in one year is low compared to the conservative estimate of an annual increase of 80,000 adults potentially lacking functional literate skills. Moreover, 35,000 of those 46,000 newly literate adults (or 76% of the total) are reportedly only skilled at the 4th grade level and not at the 8th grade level. State-funded programs seem therefore to be making inroads on basic illiteracy, but not on functional illiteracy.

These figures suggest that Florida is relying on other agencies or programs to improve functional literacy levels. In fact, there are extensive workplace literacy programs carried out by an increasing number of employers on-site and during work hours. The exact number involved, however, and the extent to which these programs are in fact successful in supporting or helping adults who lack functional literacy skills are not presently known.

Conclusions: Looking Toward the Year 2000

The data assembled in this update paper suggest that, despite a renewed commitment and some innovative programs which provide a solid platform for future growth, the State is currently losing ground in adult literacy, particularly in the area of functional illiteracy: Each year more people enter the pool of adult illiterates in Florida than leave it. The problem is both quantitative and qualitative. On the numbers side of the issue, it is clear that the State is under pressure from several factors -- in-migration of people with low literacy levels, out-migration of some of the better educated, an increasing high-school dropout rate -- that tend to swell the pool of functionally illiterate Florida residents. State-sponsored literacy programs, while increasingly diversified and effective, are just not able to reverse this tendency at current levels of operation and funding.

On the more qualitative side, it appears that a significant proportion, if not the majority, of those who need to benefit from such efforts are in population subgroups where a compounding set of other characteristics and disadvantages -- such as poverty, racial discrimination, language and cultural differences, rural isolation, irregular employment and/or old age -- make it doubly difficult to deliver relevant and successful programs.

The situation at the beginning of the last decade of this century seems filled, therefore, both with challenge and with hope. The *challenge* is clear from the profile of illiteracy in Florida presented in the foregoing pages. A new level of investment and effort from both public and private sectors seems required if significant reduction in the incidence of basic and, especially, functional literacy is to be achieved. Ways must be found to surmount the barriers to program delivery created by the many subcultures of illiteracy. To meet both the quantitative and the qualitative sides of this challenge, continued professional development and training of literacy staff seem to be an absolute imperative.

The *hope* lies in the capacity for commitment and innovative programming that the literacy leadership of the State of Florida has already demonstrated and the elements of a solid infrastructure already in place. From this strong base, Florida can not only continue in the 1990s to be in the forefront of the national literacy promotion effort, but it can begin to turn the corner in overcoming the handicaps that functional illiteracy places on the welfare of its citizens.

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SECTION B

CURRENT BEST PRACTICES IN TRAINING NEEDS ASSESSMENT IDENTIFICATION OF SELECTED STATES AND REGIONS IN THE U.S.

INTRODUCTION

Several states whose demographic profiles and socio-economic characteristics closely approximate those of Florida were polled to determine literacy leadership assessment and training practices that are currently operative. State departments of education were the primary contacts for acquiring such information.

Virginia, North Carolina, and Arkansas are representative of the Southeast region of the country and have significant agricultural migrant populations. Texas and California were chosen not only for their migrant populations, but because they have large English as Second Language (ESL) populations as well.

The following is a review of findings drawn from the survey of states.

Current Practices in Needs Assessment and Training Strategies in Virginia

The success of the Virginia Literacy Initiative, composed of the State Office of Adult Literacy and the Virginia Literacy Foundation, has been well documented over the last two years. Due to a significant increase in funds for literacy education, appropriated by the General Assembly for the 1988-90 biennial budget, and the raising of $3,000,000 from the private sector by the Virginia Literacy Foundation, the status of literacy education in the Commonwealth has gone from a marginal effort to teach an undereducated segment of the state's adult population to a nationally recognized program which has begun to make a positive impact on a serious educational, social, and economic problem.

Background

During the 1988-90 biennial budget the Virginia General Assembly appropriated $4.25 million for the Office of State Adult Literacy to address the problem of illiteracy in the state. This appropriation represented an increase of $3,960,000 in state funds over the previous biennium's appropriation for this purpose.

These funds were used to accomplish three primary goals:

- Expand literacy education services throughout the state, allowing greater accessibility of literacy services and significantly increasing enrollment in literacy programs.
- Establish an organizational system which utilizes and coordinates existing administrative structures to more effectively implement literacy education programs throughout the state of Virginia.
- Expand workplace literacy programs which assist business and industry in improving the basic skills of their employees, thus increasing productivity.

At-Risk Population Identified

Virginia has estimated that its at risk population of adults needing basic literacy skills is approximately 668,000. Of this population, less that 6% are now being served. For fiscal year 1990-91, Virginia plans to offer educational services to 57,000 adults and has requested $6,363,422 from the state to serve these individuals. Fewer than half that number have been served in the past two years. Virginia has received $1,987,798 from the Federal government, and $198,780 from local sources. These combined funds equal $8,550,000 or approximately $150 per adult served based on the total anticipated enrollment of 57,000 adults.

Data Utilization in the Context of Adult Literacy Education

Statistical data give a clear indication of the progress made by the Initiative but these data are limited in terms of measuring, qualitatively, the impact the Virginia Literacy Initiative has had on reducing illiteracy in the State. This is due, primarily, to the nature of adult literacy education programs as compared to data gathered for primary, secondary, or higher education programs. Childhood education is mandatory; adult education, for the most part is not. Therefore, reconceptualizing the impact of adult literacy education is required to more effectively interpret statistical data gathered from the literacy providers throughout Virginia. The following principles will henceforth guide policy development concerning adult literacy education in Virginia:

- Adult literacy education is not based on a time bound system of matriculation. An adult moves at his/her own pace and progresses through a reading program based on accomplishment of certain skills. An adult may move two or three grade levels in reading within a year.

- The goals and objectives of the adult's participation in a literacy program are determined by the adult, in consultation with the tutor or instructor, and not by the system, school or organization. The bases for these goals and objectives are the needs of the adult learner.

- Participation in adult literacy programs is not mandatory. The adult is not locked into an imposed reading program.

- Once an adult has fulfilled his/her needs, he/she leaves the program. Fulfillment of needs is not determined by an academic year or time measured variables. Thus an adult may exit, re-enter, and exit a literacy program at any given time during the academic year.

- A basic concept underlying all adult literacy programs is life-long learning. Reading, writing, and computation constitute the basic building blocks from which one can educate him/herself. The success, or failure, of an adult literacy program cannot be totally measured by enrollment and/or grade level completion, but must also consider the qualitative aspect of how well the program facilitated adult learning.

- Adult literacy education not only teaches skills but more importantly it attempts to impart the value of reading, writing, and computation. The impact of this value orientation cannot be measured using our present data base. In many cases, the skills of reading, writing, and computation are valued, by the adult, only insofar as they can be practically applied in the immediate future by that particular adult.

- Adult literacy programs strive to be learner-centered rather than content-centered or teacher-centered. In general, adults are not progressed through a systematic, sequential content but rather the content is sequenced and presented according to the learner's need.

In reviewing the above principles adopted in Virginia, a number of characteristics of adult literacy education are clear. Adult literacy education is not as lock-step as primary, secondary, or higher education. It is much more open ended and, due to the nature of the clients being served, the administrative and logistical arrangements for delivering services is more loosely structured than in a school system.

One strong conclusion drawn by Virginia's literacy leadership from this description of adult literacy education, as stated above, is that the data gathered, and used, from adult literacy programs cannot be equated, nor utilized, in the same manner as the data gathered and used in the primary, secondary, and/or higher education.

New Strategies and Trends for Change in Virginia

Therefore, in the Virginia Literacy Initiative, the state's literacy leadership proposes to establish dissertation fellowships to produce research that addresses issues of adult literacy education or related topics. This research must be applicable to Virginia's continuing identified needs in expanding its knowledge base concerning adult literacy. Some of the topics that are of interest to the Initiative are:

- the social context of adult literacy
- training design
- recruitment and retention of clients
- evaluation and assessment
- adult learning theory
- competency-based/functional literacy education
- family-based literacy
- workplace literacy
- instructional design for adult literacy education.

The Initiative will provide one-year, one-time-renewable fellowships for graduate students in the amount of $15,000 per award. This research fellowship information will be used as a basis for developing procedures and policy in literacy education. It may also give direction to literacy educators in educational methodologies, reorganization of administrative structures, training design, and professionalization of the field.

Restructuring of Virginia's Adult Literacy Administration

The major change in Virginia's policy accompanying the proposed 1990-92 biennial budget for adult literacy has been identified as "Local Administration" appearing as a new line item under "Planned Program Expenditures." These funds would be used to establish full-time administrators on a regional basis in rural areas and represent fifteen percent of the total biennium budget. This is due to federal cut backs on the percentage allowable for administration of adult education programs. In some locals, especially the rural areas, only fifteen percent of total administrative time has been allocated for adult literacy programs. In order to improve existing adult literacy programs, and to increase the numbers served in these programs, the State has begun to view the importance of leadership in adult literacy educational services as a new budget "line item" that must be provided in the State's expenditures.

Summary

Virginia has concentrated its efforts on working primarily with cooperative, collaborative organizations in the private sector to increase workplace literacy. In addition, it has adopted a new reconceptualization of the adult literacy student which includes the following components:

1. Adult literacy is not based on a time bound system of matriculation;
2. The goals of adult literacy are developed by the student in cooperation with the tutor or instructor;
3. Participation in adult literacy programs is not primarily mandatory;
4. A basic concept underlying adult literacy programs is life-long learning;
5. Adult literacy education not only teaches skills, it imparts values which cannot be measured by using current data based information; and
6. Adult literacy students are not progressed through a systematic, sequential content, but rather the content is sequenced and presented according to the learner's needs. Adult literacy education is not as lock-step as primary, secondary, or higher education. It is much more open ended and, due to the nature of the adult students being served, the administrative and logistical components for service delivery must be more loosely structured than a K-12 school system approach.

Current Practice in Training Needs Assessment in Texas

The Adult Education/Employment and Training Division of the Department of Education in Texas provided the results of its latest needs assessment conducted in 1988-89 for adult literacy providers. Texas conducts needs assessment by having local directors of education survey their staff and identify administrative and teacher training priorities. The results are then compiled and analyzed to be sent to six regional districts DOE coordinators and training staff members who are responsible for providing the training needs that are identified by each of the state's six districts. The state of Texas requires its adult education instructors to attend a minimum of 12 hours of continuing education in adult education instruction. Continuing education is conducted in a Cooperative (Co-op) format consisting of combined schools or agencies who are responsible for the education of adult students. A prioritized list of training and development needs of instructors throughout the state follows:

1. Student recruitment/motivation/retention
2. GED instruction (writing skills, math, science, etc.)
3. ESL instruction (assessment, methods, materials, etc.)
4. Identification/selection/development of instructional materials and curricula

5. Diagnosis/placement of students
6. Instruction of amnesty students (materials, curricula, etc.)
7. Teaching beginning writing and reading skills
8. Effective teaching methods and techniques
9. Recordkeeping/student progress documentation
10. Instruction of illiterate students
11. Teaching math
12. Exchanging/sharing ideas with other teachers
13. Teaching various levels in the same classroom
14. Teaching ABE students
15. Counseling adult education students
16. Using/training volunteers
17. Teaching life coping skills
18. Developing effective teacher-learner relationships
19. Determining student achievement
20. Utilizing teaching aids (newspapers, magazines, etc.)
21. Teaching the incarcerated
22. Providing workplace literacy
23. Diagnosing and teaching special needs adults (mentally retarded/learning disabled)
24. Using computer-assisted instruction
25. Knowing adult learner characteristics and learning styles
26. Teaching older adults, the homeless, and bilingual students
27. Evaluating instructional materials
28. Identifying student skill levels on a statewide basis.

Trends and Strategies for Change in Texas

As was stated earlier, Texas requires a minimum of 12 mandatory hours of continuing education for its adult educators. It is assumed that the education and training needs indicated by this state's assessment will be provided in sessions held in the six regional districts developed for the provision of continuing educational services for adult educators.

Summary

Administrative needs were not separately identified in the Texas survey. However, the responses of the instructors indicated a need for training or continuing education in how to effectively prepare adult students to pass examinations and receive educational diplomas (e.g., TABE, GED). The instructors have identified diagnosis, placement, and grouping of adult students as primary needs to provide appropriate educational programs. They want to gain greater knowledge about the characteristics and learning styles of adult students. They also identified the adult student with special needs as an area for education and training.

Two additional areas identified by Texas educators as primary training needs priorities were the adult ESL or bilingual student, and the homeless adult student.

Current Practices in Needs Assessment and Training Strategies in Arkansas

The Department of Education of Arkansas in cooperation with a specially appointed Governor's Commission on Adult Literacy identified basic needs for adult literacy students in that state. These included increasing from approximately 29,000 to 100,000 the number of adult learners engaged in literacy education activity in the state, and increasing test examination scores of those adult literacy students to at least one higher functional level of literacy as documented by examination by the 1992-93 school year. Arkansas plans to quadruple the involvement of the private sector through donations of money, personnel, facilities, and workplace literacy programs.

Trends and Strategies for Change in Arkansas

The Governor's Commission on Adult Literacy has recommended the following strategies and change efforts to further promote literacy in Arkansas:

1. Reorganize and rename the Vocational and Technical Education Division to raise the stature and focus of adult education and improve coordination between public and private sector literacy efforts;
2. Implement an annual statewide drive to generate resources from the private sector;
3. Identify and eliminate legal/regulatory impediments that hinder literacy enhancement efforts and support services;
4. Increase the number of literacy volunteers;
5. Develop a mandatory preliminary screening and assessment process to identify at-risk adults who receive unemployment benefits or public assistance or who are in prisons;
6. Implement mandatory participation in literacy enhancement programs for at-risk adults;
7. Expand workplace literacy efforts;
8. Improve literacy education in prisons;
9. Develop a public relations campaign;
10. Develop programs to address the need of persons with learning disabilities; and
11. Increase the use of libraries and television in literacy education.

Summary

Arkansas has developed a three-year plan to restructure the state's focus on adult literacy. This plan includes not only the public sector (i.e., state department of education divisions, state unemployment benefits programs, prison populations, and libraries), it also calls for more involvement by the private sector to generate financial resources, to increase the number of literacy volunteers, and to develop a public awareness campaign that would utilize television, as well as other media sources in Arkansas, to increase the state's knowledge of existing programs and services for adult seeking literacy education.

Current Practices in Training Needs Assessment and Training Strategies in California

California's Department of Education needs assessments are conducted by a division called the Outreach and Technical Assistance Network (OTAN). There are six segments of OTAN throughout the state, each conducting the same basic assessment and then providing training or technical assistance for its designated segment of the state.

The latest needs assessment was conducted in October of 1989. It was divided into three separate sections; one for administrators, one for instructors, and one for Guidance Counselors. The section for administrators of Comprehensive Basic Education (CBE) Programs requested that each **administrator** check all of the following items that were appropriate for their own needs:

1. Preparing course outlines that apply basic skills to employability or to life skills for each program and level.
2. Organizing a student orientation and placement process.
3. Organizing an assessment process for diagnosis, monitoring of progress and certification.
4. Observing teacher's classroom performance and assisting with improvements.
5. Collecting and analyzing data for reports to staff, community, board, and state.

Instructors were asked to check all of the following items that were appropriate for their own needs:

1. Merging basic skills and life skills in my teaching.
2. Using California developed pre/post tests to diagnose students' needs.

3. Tracking competencies achieved.

4. Preparing lesson plans.

5. Selecting Comprehensive Basic Education materials appropriate for adult student needs.
6. Teaching techniques for basic skills in reading, writing, and math.

7. Applying basic skills to life skills.

The **Guidance Counselors** were asked to check all of the following items that were appropriate for their own needs:

1. Providing orientation to programs.
2. Tracking students from one program level to another.
3. Providing information about community resources.
4. Providing information about employability.
5. Linking students with other training or employability services.

The OTAN division was unable to provide a prioritized list of needs that were identified by the entire state because each of the state's six regions identifies their own needs and provides appropriate training to meet those needs in that region of the state.

The Role of California's Library Systems in Literacy Education

The State of California's library division of adult literacy has recently conducted research to determine the "state of adult literacy affairs" in California. A summary of the findings follows:

1. Eighty-seven percent of California's DOE adult education budget is spent on ESL educational programs for adults.
2. California receives only 13% of Federal grant monies allocated for state library systems, even though it spends more money than any other state to provide library programs and services.
3. The most in need, hardest to reach, and least served population in literacy programs in California are illiterate English-speaking adults.
4. Seventy percent of identified adult illiterates in California are already in the workplace.

Trends and Strategies for Change in California

Although training and education programs are offered through California's Department of Education Outreach and Technical Assistance Network (OTAN), adult literacy training and educational programs are being offered to a greater degree through its state library system. Recently, the state library system made an

additional $8,000,000 available to communities for both actual instruction of illiterates and training of instructors for adult literacy workplace programs. These monies were generated primarily through state and local revenue increases. Therefore, community libraries can apply for community grants directly to the state library system. Applicants for these monies must address the following in their grant applications:

1. Provide the nature of adult literacy educational services that will be offered; (California libraries offer literacy training programs in both Laubach and Literacy Volunteers of America (LVA);
2. Specify the workplace site that will be used for literacy instruction and the nature of literacy needs in that settings;
3. Identify the personnel who will serve as instructors and what these literacy providers will actually be doing with the adult students;
4. Provide a sense of the type of employment to which the newly acquired literacy skills will be applied; and
5. Provide justification for the adult literacy education site that will be used for instruction.

By using this grant application procedure, California has increased its sites for adult literacy education from 81 in 1985 to over 1500 in 1990. The adult literacy education sites now include local community parks, firehouses, hospitals, police stations, restaurants, etc. In short, California is no longer limiting its funding of community library programs for adult literacy activity to those programs that are held in library facilities, it is funding programs that use sites other than the library for this purpose.

California's state library system has also formed a coalition with UCLA Alumni Association. Based on the continual need for trainers and instructors in adult literacy, upon graduation from UCLA, individuals are asked to complete a pledge card that states:

_____(1) You can count on me to provide adult literacy instruction.
_____(2) You can count on financial or inkind support from my present or future place of employment.
_____(3) You can count on my present or future place of employment as a site for adult literacy instruction.

Literacy instruction for these graduates is offered through the state's library system and held at UCLA's various campuses.

The state library system has also formed another coalition with 845 branches of the Bank of America located throughout the state to educate the adult population on the use of a new checking account system that requires adult literacy for its use.

It is also in the process of developing adult literacy television programming with the state's Public Broadcasting System.

Summary

California is identifying adult literacy needs through at least two state agencies: the Department of Education and the State Library System. The library system has addressed adult literacy education using a "grass roots" approach aptly described by Kozol (1985) as taking the instruction to the adult illiterate rather than expecting that individual to return to a school building that possibly represents past failures. California is also practicing and funding workplace literacy activity by offering literacy education in workplace sites (e.g., firehouses, police stations, community parks, etc.). These proactive strategies for taking literacy instruction out to workplaces and adapting it to real world needs and resources are a few examples of leadership in adult literacy.

Current Practices in Needs Assessment and Training Strategies in North Carolina

From the North Carolina State Board of Community Colleges, the entity responsible for adult literacy activity in that state, a needs assessment instrument was provided. The instrument had been sent to directors of literacy education through North Carolina's community colleges. The survey was conducted in June of 1989; its analyses was completed by September of 1989.

Although the term "leadership" was not used in the survey or the responses, it can be presumed that administration of programs is one of the key components of leadership in adult literacy education. The relevance of the North Carolina findings for this study resides in the inclusion of administration as a primary component of leadership.

The Questions

The respondents were requested to (1): list the top three needs perceived by the administrators and their teachers for increasing effectiveness of instruction and/or enhancing relationships in the learning situation; and (2): list three needs perceived by the administrators for increasing effectiveness of program administration, management and coordination. The respondents were also asked to provide additional comments, thoughts, ideas, or suggestions. The summary of needs provided below did not indicate exactly how they were derived.

From the Survey of Administrators

North Carolina's administrators needs were categorized under two major headings: **Administration/Coordination-Related** and **Instructor/Instruction-Related.** The needs that were provided were not rank ordered.

Under the heading of **Administration/Coordination-Related**, the following were identified as needs for training and development:

- Developing a state curriculum and review update
- Developing a state policy/procedures guide
- Training in understanding adult students with special needs (specifically mental retardation)
- Training in program auditor perceptions (i.e., awareness of the perceptions and criteria by which state-appointed program auditors evaluate literacy programs
- Interfacing with cooperating agencies such as sheltered workshops to determine definition/clarification of roles, responsibilities, and expectations
- Training in interpretation of what is/is not acceptable as program activities
- Training in orientation for new coordinators
- Training in networking with counterparts in other colleges
- Training in recruiting students
- Developing transportation modes for students

Under the heading of **Instructor/Instruction-Related**, the following were identified as needs for training and development:

- Training in development of curricula for lower functioning students
- Developing initial and on-going student assessment procedures
- Training in classroom management/behavior modification
- Developing new/different materials
- Training in understanding adult students (specifically those who are mentally retarded)
- Developing materials for low functioning students
- Training in management of the individual in a group
- Training in test administration
- Training in networking with other instructors in the educational system
- Developing adult student Individual Educational Plans
- (IEPs)/lesson plans
- Training in understanding the severely and profoundly handicapped adult student

From the Survey of Instructors

The expressed needs of literacy instructors were categorized into seven major areas: **Specific Subject Matter Instruction, Methods/Techniques, Special**

Populations, Materials, Classroom Management, Testing and Placement, and Learner/Learning.

Under **Specific Subject Matter Instruction**, the instructors indicated that teaching Reading, Math and English at pre-General Education Development (GED) Levels was a need. They also wanted to find ways to use the Language Experience Approach by incorporating it into lower grade level curricular writing activities.

Under the heading of **Methods/Techniques**, the instructors expressed needs in learning how to work with non-readers, innovative teaching strategies to increase retention, alternatives to the Laubach method for reading instruction, teaching differing skills and age levels in one class, the effective use of audio/visual materials specially developed for GED topics, and skills in teaching Adult Basic Education (ABE), Level I.

Under **Special Populations**, instructors indicated the need for strategies to work with senior citizens, the emotionally disturbed, and English as Second Language (ESL) students. They also requested assistance in accommodating learning disabled students, recognizing learning disabilities, and using appropriate teaching strategies with those students who had been diagnosed as learning disabled.

The **Materials** section of the assessment concentrated heavily on effective use of new GED materials, and pre-GED materials to teach critical reading and reasoning skills, the proper use of the North Carolina ABE Program Guide, and appropriate materials for senior citizens with visual or auditory handicaps.

Under **Classroom Management**, the instructors indicated a need for the encouragement/development of teacher "flexibility" and good judgment, suggestions for first teaching sessions, ways to assure class effectiveness, and techniques for enhancing class "bonding."

Under **Testing and Placement**, the teachers indicated needs in the areas of administration/interpretation of the Test of Adult Basic Education (TABE), ways to approximate reading placement prior to formal evaluation, diagnostic testing of non-readers, and the need for student assessment instruments beyond what has been prescribed.

The **Learner/Learning** category revealed the following needs: Understanding the learning styles and characteristics of the Adult Learner, dealing with personal problems brought to class, tips on recruiting, assessment and retention, counseling skills/techniques, and motivation strategies.

Summary

The needs identified by North Carolina's adult literacy education administrators and instructors tend to focus on the adult student with special needs; more specifically, the profoundly or severely mentally retarded adult student, who may be served by a variety of agencies including sheltered workshops. North Carolina's educators are trying to determine how to prepare adult students for mandatory testing (e.g., the General Education Development (GED) and the Test of Adult Basic Education (TABE) as well as developing alternative diagnostic assessment procedures that can be used and interpreted by both administrators and instructors. Administrators clearly indicated a need to develop a policy/procedural guide that could be used by those in leadership positions throughout the state.

IMPLICATIONS FOR LITERACY LEADERSHIP DEVELOPMENT IN FLORIDA

(1) The requirement of at least six of the 24 hour mandatory continuing education unit (CEU) credits composed of adult literacy oriented inservice for those administrators and instructors who are not only providing services to K-12 students, but are also administering or teaching adult populations. (Reference: Texas)

(2) The provision of a financial budget "line item" for full-time adult literacy administrators, especially those in rural areas of the state. (Reference: Virginia)

(3) The development of diagnostic and assessment procedures for adult special/handicapped populations (specifically learning disabilities, and mentally retarded adult students). (References: North Carolina, Texas, Arkansas, California, and Virginia)

(4) Coalition agreements with communities providing literacy instruction to include matching or inkind financial assistance and workplace literacy sites for adult literacy instruction other than school or library buildings. (References: California, North Carolina, Arkansas, and Virginia)

(5) Encouragement of university or college alumni associations to include adult literacy education as a graduation pledge agreement. (Reference: California)

(6) Reconceptualization of terminology associated with adult literacy education (e.g. drop-out and grade level performance as the only indicators of success or failure for adult literacy students. (References: California, Virginia, Arkansas, and Texas)

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SECTION C

REVIEW OF LITERATURE: LEADERSHIP IN ADULT EDUCATION

Administrative and instructional leadership is an essential element in all adult education organizations. Administrative functions such as developing and communicating organizational missions, planning, staffing, marketing, budgeting, evaluating, and facilitating learning are operative whether the organization delivers adult basic education or continuing higher education. Likewise, nonorganization-based programs and activities depend on vigorous leadership for their development and implementation. Most university-based adult education degree-granting departments recognize the importance of administrative and instructional leadership as evidenced by the presence of the subject in their curricular offerings.

Literature Reference

Administration of adult education programs began to appear in the literature as a separate reference as far back as fifty years ago. A recent review of this literature (Courtney, 1990) provides an analysis of what has been written about the administrative aspects of adult education programs over the past eight years.

This analysis was done by both computer and manual searches of the literature available. The computer search utilized the BRS/ERIC Database, the largest source in the United States of education-related reports and journal articles, including psychological, sociological, and management references. The manual search utilized all volumes of *Adult Education, Adult Education Quarterly, Journal of Adult Education, Adult Leadership, Lifelong Learning, Studies in the Education of Adults, NUEA Spectator, Continuum, Journal of Continuing Higher Education,* and *Journal of Cooperative Extension.* A total of 75 references were identified: 28 books, 43 articles and monographs, and four chapters. The oldest reference is Bryson (1936) and the most recent is Smith and Offerman (1989). Eight administrative settings were identified and used to classify the literature. Within these eight settings were Adult Basic Education (ABE), Generic adult education, Continuing Higher Education, Cooperative Extension, Liberal Adult Education, Library Adult Education, Management Continuing Education, and Social Work Continuing Education.

Descriptors of Administrative Functions

The functions of adult administrative leadership most often appearing in the literature were: developing and communicating a philosophy and mission, establishing goals and objectives, developing and implementing a plan, organizing and structuring the institution, decision-making, communication, time management, motivation, staffing the organization, developing job descriptions, designing jobs, selecting staff development, performance evaluation, establishing and maintaining a budget, creating and implementing a marketing plan, and designing and conducting an evaluation.

The literature indicated that leadership activities such as decision-making, communication, organizing and structuring, and staffing appeared more often than any other descriptors of the adult education administrative functions. Goals and objectives, philosophy, mission, and evaluation appeared least in the literature. The literature referred to here is primarily integrated and covers all adult education areas.

The one area that either did not appear or appeared infrequently in the literature was the field of leadership in adult literacy, or ABE. With the exception of Darkenwald (1977), who wrote extensively on the areas of organization and structure, and less extensively on administrative leadership. Leadership in adult literacy programs has not been a major topic of adult education professional literature.

THE CALL FOR TRAINING OF ADULT LITERACY LEADERSHIP

Gilley (1987) pointed out that leaders of adult education have a common interest in the selection and implementation of appropriate and cost effective training and instructional activities and programs. Either directly or indirectly these leaders are responsible for the production, efficiency, and development of their learners or employees. Therefore, Gilley considers it important that they be competent in the implementation and analysis of training programs and learning activities. He suggests that many adult education administrators lack the background and competencies necessary to accomplish these tasks. In addition, reduced training and educational budgets further compound this situation by prohibiting organizations from utilizing specialists in program-analysis and selection. These constraints often render adult education administrators the sole gatekeepers of educational and learning quality.

Life Cycle of Training Programs

Gilley also presents an analysis of the "life cycle of training programs" and those currently enjoying wide acceptance in the field. Every training program, regardless of the type has a somewhat generic cycle. This cycle consists of four identifiable stages: exposure, acceptance, maturity, and decline. The exposure stage occurs when the training program is initially developed. The number of individuals adopting or utilizing the program at this stage is small. It is a critical stage for new training programs. Communication through promotional activities is critical at this stage. The exposure stage requires a higher than normal participation to underwrite expensive research and support developmental costs. Higher than normal fees are made more crucial by the small number of individuals who participate during this stage. In turn, the higher fee discourages participation. As a result, many training programs are not adopted by a sufficient number of individuals and fail to progress into the growth stage necessary to offset the cost.

As training programs become adopted by more and more individuals and organizations, they enter a period of growth or acceptance. During this period, the programs gain acceptance; and their benefits become more identifiable. It is also during this period that other program providers begin to offer similar training programs.

Gilley additionally identifies the following programs as ones which are currently at acceptance and maturity stages and are in high demand by adult education administrators of all program settings: (1) Communication Skills; (2) Corporate Culture; (3) Management Skills; (4) Supervisory Skills; (5) Career Development; (6) Situational Leadership; (7) Interpersonal Skills; (8) Motivational Training; (9) Quality Circles; and (10) Managerial Grid.

Entrepreneuring and computer skills training are also examples of programs which are presently identified as being in the exposure stage. Though this genre of training programs has recently been introduced, it has maintained steady interest and adoption by organizations. Computer skills training is at an advanced exposure stage, thus having a greater number of individuals participating.

According to Gilley, values clarification, sensitivity training, and transactional analysis training programs are declining as identified areas of needed training by adult education administrators. It is possible that evaluation of such training programs is difficult to analyze.

ADULT BASIC EDUCATION STAFF DEVELOPMENT NEEDS

Jorgenson (1988) reiterates the call for education and training in adult basic education. Traditionally, staff development in Adult Basic Education was intended to help educators understand the differences between teaching children and facilitating adult learning, since most educators working in the field of Adult Basic Education are trained as elementary and/or secondary education teachers. Without staff development, the principles and techniques they would most likely use in the Adult Basic Education classroom are the ones they learned in their training as educators of children. For many instructors, the andragogical concept of instruction is a new one. To assist in the understanding of both concept and process, teachers might spend time observing or otherwise participating in activity in order to fully understand how to deal with adult students whose educational levels and abilities vary so tremendously.

If the ABE instructor is not familiar with appropriate techniques for adults and is using techniques designed for the education of children, that instructor may soon find an empty classroom. For example, elementary and secondary educators rarely expect their students to be self-directed; more often than not, these educators expect the students to perform tasks as assigned. Staff development has traditionally been used to help potential ABE educators become aware of adult learning principles and to become effective facilitators.

Changes in Test Requirements

Changes in General Educational Development (GED) testing, which now requires a writing sample, and the introduction of computers into the educational setting indicate that staff development needs will also change. Computer assisted instruction (CAI) in schools is yet another promising technology which is predictive of the emerging need to professionally develop adult literacy staff.

Jorgenson points out that ABE has, in most cases, only recently become actively involved in exploring the potentials of computers and other new technology. Among the factors contributing to this are the scarcity of appropriate software; resistance to using computers; insufficient funding; and reluctance among programs to share their computers. As a result, Jorgenson maintains, there is a strong need among adult educators to develop computer literate adult educators and to provide for them access to computer hardware and software for use with ABE students. ABE students generally want to learn about computers; they want to understand the

computerized forms and bills they receive. The efforts of a well-trained confident instructor are crucial to facilitating this learning process.

Jorgenson feels that staff development and training would provide ABE instructors with the technical knowledge needed, as well as an understanding of the merits and possible problems of using computers in an ABE setting. Computers can provide management as well as instructional benefits for educators. Continuing staff development will be necessary since rapid changes in computer technology continues.

Another factor contributing to the increasing need for staff development in ABE is the growth in enrollments of functional illiterates. Thanks to the efforts of Project Literacy U.S., national and state literacy hotlines, and the collaborative efforts of many educational, business, and community organizations, more functionally illiterate adult students are being reached than ever before. With an estimated 27 million functional illiterates in the U.S., there is much work to be done.

The composition of a "typical" ABE classroom changes drastically as the range in students' levels widens to encompass more functional illiterates. As the classroom changes, the staff development training needs change to meet the challenges of the future.

LEADERSHIP IN THE 90S: A "KINDER, GENTLER" AMERICAN ADMINISTRATOR

Though recent literature calls for staff development and training in technological and computer advances, administrators and instructional approaches in education are also being re-examined to determine the "qualitative" aspects of leadership in adult education settings. Questions are being asked regarding administrator effectiveness as viewed by the administrator's constituency. A preliminary answer to this inquiry is found in a study conducted by The National Center for School Leadership (Ames, 1989) which indicated that effective administrators view their everyday activities differently than those judged as less effective. Given the everyday activities of visiting and observing in classrooms, circulating through the building, and monitoring hallways, the less effective administrators interpreted their actions as *"Routine activity*-Of keeping order, coordinating schedules, and maintaining the status quo." The more effective administrators interpreted their actions as *"Opportunity for*-Defining a school goal,

affecting student achievement, and praising others' work." The major difference between the two groups studied was the amount of communication with faculty during the day concerning expectations for student performance. Those that spent the day actively engaged with their teachers in helping students, parents, and segments of the community reach the goals of the school were judged to be more effective. Those less effective administrators were found to be involved in "administrivia" or paper work which can constrict instructional leadership and disallow for personal communication with teachers and students.

Changes in Management Development: Managers do Things right, but Leaders do the Right Thing

According to Truskie (1981), a concept which is increasingly gaining acceptance in education, where it has not been previously seen as pertinent, is a process which encourages the design of educational programs based upon the diverse needs and interests of individuals. The concept emphasizes a new attitude toward students; one that has moved from a "mechanistic" model of management to an "organismic" approach. The mechanistic model as addressed by Knowles (1974) views individuals as passive and empty robots, a reactive organism at rest. Based on this model, our education system has been designed to transmit knowledge, fill the empty vessel, and develop an individual to a predetermined mold.

In contrast, the "organismic" model views the person as a living, organized, active, growing, and developing organism who is capable of responding to the accumulation of acts imposed by external forces. This model represents the individual as an organized entity whose parts gain meaning and function from the whole in which they are integrated; able to participate in the construction of known reality on the basis of personal inherent activity and organization. Implicit in this model is the understanding that communication must be ongoing to nurture growth in the individual as part of any organizational structure. The organization is ultimately composed of individuals with unique experiences and levels of understanding that bring meaning to any educational goal. These individual differences must be acknowledged for continued growth in any training or educational activity.

The adult education visionary, Knowles, provided a sound philosophy by which leaders in any organizational structure could set their course. However, practical application of this philosophy may seem vague. A. Glenn Kizer, of Management Development for Duke Power Company in Charlotte, North Carolina

said, "For their own good and their organizations', leaders must learn to manage with their hearts as well as their heads" (1990). Accordingly, people leadership, unlike "thing" management, requires a connection with the heart. Unfortunately, many of today's leaders try to foster commitment and teamwork by turning up the performance heat. Their leadership mirrors the behavior of Joseph Heller's description of the young drill sergeant in *Catch 22:*"When his words failed to inspire and influence, he resorted to theatrics and thunder."

When leaders resort to logic alone, they not only risk treating people like machines, but often are unable to listen, motivate, or inspire effectively. This causes the leader to suffer loneliness and undue disconnectedness. Living, eating, and sleeping our work, with only our heads as our conduit with the outside, not only makes us dull people, but also dulls our capacity to feel, to love, and to live. The challenge for today's educational leaders is to design experiences that start where participants are and that help them appreciate and use a dimension of themselves seldom seen or understood.

Contextual Management

In addition to the literature review that has been previously presented, a promising concept of leadership in educational organization advanced by Simerly (1990) is *Stratonomics*. Stratonomics is the ability to manage the *context* of organizational decisionmaking and strategy development. Staff development in new decisionmaking and strategic planning may be necessary for educational entities. According to Simerly, leaders who practice stratonomics create an environment within which decision making can occur. They often do not make many decisions themselves. Rather, they focus on the processes related to decisionmaking and strategy development that are separate from the actual content of decisions that are made. Utilizing this philosophy, leaders must provide opportunity for constant negotiation, which often means giving up turf, territory, or money in order to garner resources and to sustain access to them. An important attribute in this constantly changing negotiation process is leadership that seeks to create win-win situations. Ideally in each negotiation process, all parties compromise enough so that no one wins or loses everything. Rather, each party receives enough and gives up enough so that a win-win situation is created.

Changing Expectations of the Work Force

Members of today's work force expect to get many of their individual needs met in the organizations for which they work. This expectation that the organization has a social responsibility of providing stimulating work environments that emphasize skill building, knowledge acquisition, and commitment to people's lifelong growth and development is fundamentally changing the nature of organizations in ways we are just beginning to understand. Stratonomic leaders address these issues, work with staff to find satisfactory answers, and create working environments in which individuals feel that they have an important part in defining and then helping to achieve the goals of the organization. Leaders who subscribe to stratonomics realize the importance of helping group members get effective questions answered while they are concentrating on the cognitive issues.

CONCLUSION

As society changes, the competencies required to facilitate adult learning will change, and so training needs will certainly change as well. For example, a consistent training need among leaders of organizations and nonorganization-based adult education is communication. With the advent of computers and new technology in the educational setting, a new form of communication training need has emerged. However, due to public budget constraints and a need to more efficiently manage funds that are available, adult education leaders are beginning to focus on an entrepreneurial or partnership approach to ensure continued viability. In addition, leaders in adult literacy education must interface their programs with the communities they serve to achieve a meaningful relationship between programs and the populations they serve.

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